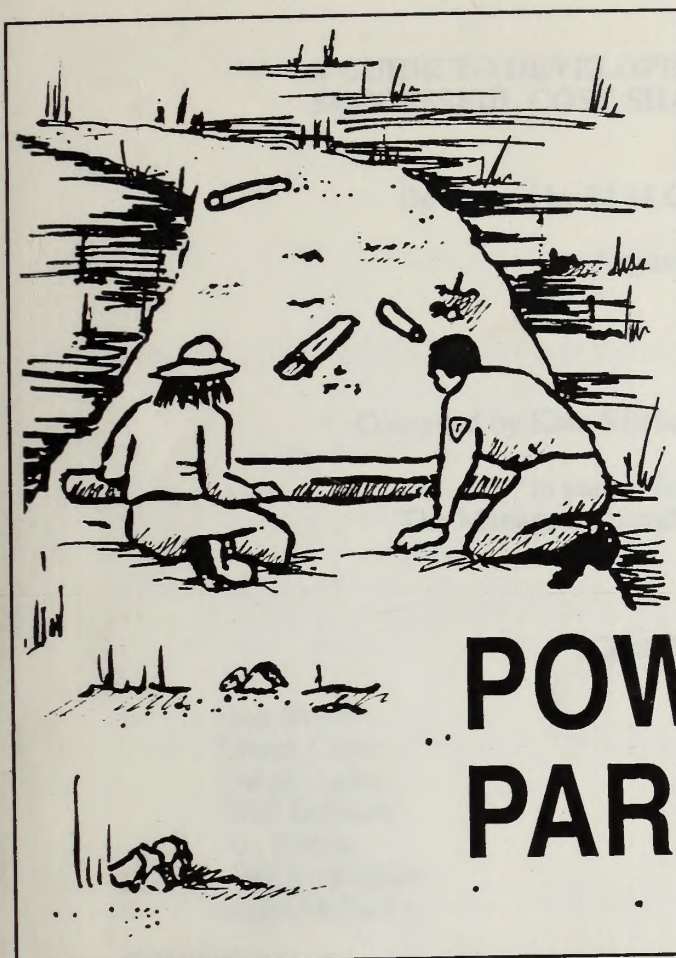


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POWER OF PARTNERSHIPS

Kate Kitchell
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THE POWER OF PARTNERSHIPS:

A GUIDE TO DEVELOPING AND MAINTAINING SUCCESSFUL COST-SHARING PARTNERSHIPS

Developed by BLM Colorado State Office

August 1992

Compiled by Kate Kitchell and Joe Kraayenbrink

in partial fulfillment of
The Management and Leadership Program

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I. INTRODUCTION

During the last few years in the Bureau of Land Management, more and more emphasis has been placed on the idea of "partnerships" to accomplish agency objectives, respond to demands for public land resources, and lay the ground work for proactive management. The partnership concept has been emphasized in recreation, wildlife, and cultural programs. The 90s is a decade of cost-sharing grants, with the private sector pitching in for common public benefits. Through common objectives in partnerships, BLM also contributes to the goals of the private sector, not-for-profits, and other governmental entities.

For years we have had cooperative agreements or memoranda of understanding, especially with other agencies and traditional public land users; but reaching beyond BLM-determined agendas and budgets to raise funds for broader public benefits is relatively new territory. Achieving mutual benefits without conflict of interest is the purpose of partnerships. The public sector (federal, state, regional, and local agencies) and the private sector (corporations, not-for-profits, and special-interest groups) now recognize the effectiveness of working together versus serving the public individually. Partnerships respond to the changing and emerging BLM agenda, which is expanding beyond on-the-ground land management to more regional and inter-jurisdictional planning and implementation of land management.

As more federal dollars become available for "challenge cost-share" grants and BLM develops more partnerships, many field employees wonder,

- "What is a partnership?"
- "Why should I bother with partnerships?"
- "How do I develop a partnership?"
- "What can I do legally to generate more external funds?"
- "Where and how do I start?"
- "What will it cost us internally?"

This handbook helps answer these questions; its intent is to provide field personnel with ideas, contacts, and agency

guidance for developing and maintaining partnerships.

Possibilities for partnerships are endless. Opportunities for multiplying federal dollars or expanding resource accomplishments through matching private-sector grants, donations, and in-kind services can be found in numerous areas. A successful partnership involves believing in the concept and working with others to serve the American public.

II. WHAT IS A PARTNERSHIP?

A partnership is a cooperative venture between two or more parties with a common goal who combine complementary resources to establish a mutual direction or complete a mutually beneficial project. Partnerships can be program-specific, facility-based, research-oriented, mission-related, or connected to a special event. The main goals in BLM partnerships include enhancing customer service to the public, improving natural and cultural resource management, providing complementary opportunities for our public land users, and implementing coordinated resource management concepts.

Successful partnerships are "win-win" situations that require give-and-take from all involved. In order for BLM to engage partners for the public interest, we must also be willing to contribute to the other endeavors of those partners. Contributions can include people power, in-kind services, direct cost-sharing dollars, and technical expertise.

For example, if the Bureau builds a partnership with a local community, the citizens could assist with trail construction at a BLM recreational site, and Bureau employees could participate in a community service project such as town clean-up. In any case, follow-through by BLM with the commitment of action and dollars is crucial to success.

III. WHY SHOULD WE DEVELOP PARTNERSHIPS?

Due to its discontinuous land ownership patterns, BLM often lacks jurisdiction to conduct resource programs on its own. Thus, it is essential to work with partners to complete many resources and public service projects.

Partnerships use existing funds and personnel more effectively and efficiently; they accomplish tasks with limited resources, respond to compelling issues, encourage cooperative interaction and conflict resolution, involve outside interests, and serve as an education and outreach tool. Partners often have flexibility to obtain and invest resources or dollars on products or activities where BLM is limited. Also, partnerships can strengthen a program, and help ensure its survival during periods of declining budgets.

Partnerships broaden ownership in various projects and increase public support for land management goals. This can increase stewardship of public land, resulting in longer viability of BLM management efforts.

At times BLM will be approached to participate in a partnership initiated by other parties. Consideration can be given to BLM's involvement by using the criteria in Section IV. In addition to planning, annual work plan (AWP) commitments and public awareness pay off.

IV. HOW DO WE DEVELOP AND MAINTAIN PARTNERSHIPS?

Partnerships are often fairly easy to establish, but require on-going support and involvement to sustain. It may take time to convince potential partners that there is something in it for them. Because forming partnerships can be frustrating, especially in the early stages, successes need to be planned early on as a reward for the time and effort invested. Successes help forge commitment. Monitor and review programs regularly to check for compliance with BLM standards and partnership objectives. Use the following steps for developing and maintaining partnerships. Also consult the checklist in appendix A.

- **Define goals and objectives.** Before contacting potential partners to initiate a partnership, define BLM's basic goals and objectives for the project. Evaluate these for consistency with resource management plans, policies, and other relevant documents. Having some basic goals and objectives helps identify potential partners and establishes some focus in developing the partnership.
- **Identify and select possible partners.** Think big when seeking partners; yet recognize that it is important to keep expectations realistic. Many groups are interested in broad-reaching and "big-impact" projects, so think boldly about who may be interested in being a partner and to what level they may wish to contribute. Review the list of existing BLM cooperative agreements or memoranda of understanding, published regularly, to generate ideas for new potential partners.

When considering partners, recognize that they have their own goals and objectives for the partnership, and that all partners' concerns must be integrated into the common mission. However, you cannot expect all partners to fit into Bureau goals and objectives 100% - you have to give some too! Everyone needs to have some flexibility to make a partnership work. Choose organizations that have displayed a cooperative nature. Timeliness in working and communicating with their constituents is very important.

Assess the political and public-image risks of working with various partners. A partnership with one particular group could alienate another potential partner. Also, a partnership may be construed by the public as a selective alliance with that partner. For example, working with a petroleum corporation on a cost-sharing project could be perceived as an effort by the corporation to acquire special privileges for minerals development. Under these circumstances, the purpose and nature of any partnership must be widely publicized and must not compromise Bureau authority.

Depending upon the initiative, you may need to contact a specific group within an organization. Working with the correct level

of an organization is also important. Consider international, national, state, and local levels.

- **Get potential partners involved.** You must first learn and understand what is important to these partners. Then, when approaching a group, you can explain how the partnership can address their needs. This may motivate them to get involved. Many factors can cause groups to join a partnership, depending upon their values and roles in society. For example, what motivates a private corporation (good public relations) will differ from what motivates a not-for-profit organization (social contribution associated with the organization's mission). A lot of partnerships are generated by the organizational unit or people closest to the on-the-ground activities. Once these efforts are initiated, feel free to reinforce the opportunity by asking upper management, or others with connections, to address the initiative with like counterparts of the partnerships.

- **Develop a common mission.** This is the most important step in the process. Without consensus on mission and objectives, the partnership(s) will deteriorate when there is disagreement about smaller details.

The common mission is an expansion of the goals and objectives defined at the outset. The outcomes will include BLM objectives, yet may be far broader than goals first set by BLM. These outcomes will likely be more diverse, yet complementary to BLM-specific objectives.

Be flexible in this process. Thinking too narrowly or focusing strictly on BLM goals will limit outcomes and benefits of the partnership. It could also cause it to fail at the outset.

The mission should consist of realistic and rewarding objectives, to encourage continued partnership participation.

- **Recognize constraints.** As a partnership evolves, recognize constraining factors and limitations. While some factors may limit creativity, they are necessary to define the scope of a partnership. Clarify expectations and stay realistic; this helps

deal with constraints. For example, the Bureau is constrained by many laws and administrative policies.

- **Define roles and responsibilities.** Organization of partnerships will vary depending on the complexity of the partnership goals and circumstances. The structure will likely evolve as a partnership grows. It is important to recognize the need to define roles, responsibilities, tasks, and accountabilities for each partner.

Under some circumstances when staff members are working daily on a partnership project, consider establishing a steering committee to provide oversight, policy guidance, and operational constraints. The committee should represent the diversity of values and perspectives of participants, and include individuals with authority to allocate resources and make decisions on behalf of their agencies or interests. It is important for the group to decide early in the process what decisions the group can or cannot make and how conflicts will be resolved.

- **Establish time frames and budgets.** Establishing time frames focuses resources and efforts, moves a partnership forward in a systematic manner, defines accountability, and measures accomplishments. Establish ambitious yet realistic time frames for tasks. Plan some early successes to foster enthusiasm for the project. Structure tasks in units than can be accomplished in reasonable time frames with visible results to reinforce participants to continue with the partnership.

Develop a budget for accomplishing the partnership goals and objectives. This may address administrative and support costs, personnel costs, and project implementation dollars needed from both within and outside the agency. Have a clear concept of the steps needed to accomplish these goals; this will help you develop an accurate budget.

BLM must recognize that some of our partners are working with different (shorter) time frames. Therefore, we should recognize the need to build flexibility into our system to accommodate partnerships (e.g., revisit AWP items, push for shorter planning time, etc.). Management must weigh the costs/benefits of accommodating a partnership at

the expense of other AWP items — often the benefits far outweigh costs.

- **Obtain funding.** Pool funds and resources from an array of partners to accomplish common objectives. This is often the driving force behind developing partnerships. Integrity is an essential ingredient for maintaining partnerships and developing credibility. Invest dollars toward the purpose for which they were requested.

Many external funding sources are more interested in contributing to a project or program if dollars or resources are matched from another source. Incorporate partnerships in the AWP by designating BLM dollars as matching funds for a partnership effort. It is critical that BLM commitment be brought into all levels of the budget process so that funds are available when needed. The AWP should also identify the workmonth and associated support costs of partnerships. Explore options for cross-funding from a variety of internal programs toward a common goal.

Document all funds, goods, and services contributed to a partnership. Include dates, funding sources, value of contributions, and where funds were actually spent.

- **Use administrative tools.** Bureau administrative support — procurement, contracting, personnel — is critical to successful partnerships. From the very start, the administrative staff can recommend procedures for accomplishing partnership objectives. Work closely with them to communicate your needs. Work with managers and keep them informed and involved as much as possible; they can decide to reallocate resources. Coordinating with other staff helps develop their ownership in and support for a project; they become “internal partners.” Networking with other organizational units will uncover new tools available and will build confidence in administrative personnel for accomplishing partnerships.

Under FLPMA, BLM can accept money contributed for projects or programs. You can establish a “Trust Fund Project” account at the BLM Service Center. Any amount

can be contributed and the overhead fees waived. Another effective way to use non-federal dollars is to have the external contributor purchase goods or services for a project.

- **Give recognition.** Everybody appreciates a pat on the back. Give public recognition to all partners unless you are specifically requested not to. Ask your partner (internal or external) what type and how much public recognition they desire. Some options are a letter of thanks, media coverage, financial awards, gifts, or outstanding performance evaluations. Recognition should be consistent with the level of involvement and should be provided fairly for all partners.

- **Keep the partnership alive.** Partnerships need to be maintained to sustain common benefits. Perform periodic reviews to identify and deal with any new issues; this will keep the partnership healthy.

V. WHAT MAKES A SUCCESSFUL PARTNERSHIP?

- **Establishing a common mission** is an essential ingredient to a partnership in which all partners have ownership. A clearly defined mission assures that disputes will be resolved effectively. Partners are less likely to get hung-up on details if there is common agreement on the overall mission. Developing a mission statement that all parties agree to is a worthwhile, up-front investment for the long-term success of the partnership.

- **Thinking big** means developing a positive spirit and a vision. When building partnerships and seeking funding within or outside of the agency, do not hesitate to think on a large scale. External funding sources are frequently most interested in those projects that will have broad-reaching impact and visibility. Develop the partnership to fit these criteria.

- **Ensuring commitment** of all partners is a key component to success. Build consensus among and get involved with partners whose own interests lend a strong commitment to the partnership goals. Commitment involves taking initiative,

following through, and reinitiating action when needed. All levels within the organizations need to maintain a focus on completion.

- **Marketing** and promoting a partnership both internally and externally is important because agency and public acceptance is critical. Without support from technical staff specialists, managers, participants, and the public, the project cannot be successful.

- **Timely participation** by BLM is crucial because private and non-profit ventures must also answer and react to their constituents. It is important to understand constituent needs of all partners and strive to meet those needs. Have the appropriate staff work and investigation finished in advance, in order to react to issues promptly. Keep the appropriate people informed and work closely with support organizations and management to maintain timely action. Annual work plan adjustments may be necessary to meet partnership expectations and time frames.

- **Communicating** constantly is the overall driving component to success. Practice good communication, including listening skills, to appreciate the values and sensitivities of participants. Use non-bureaucratic terminology. Do not burden participants with detailed explanations of processes. Conduct business in an efficient manner.

- **Sharing responsibility** for a partnership project is sometimes uncomfortable for people in government who operate within a traditional management structure and may fear losing control of project components. However, dividing tasks and supporting the efforts of others is necessary for accomplishing goals within a partnership context.

- **Being flexible** and patient with changes in the needs, objectives, methodologies, and processes of a partnership is important, because these will likely occur. Evolving issues develop with a project, so remain adaptable to this dynamic situation.

- **Tolerating ambiguity** and uncertainty between partners is necessary during project formation. Discussing such issues among all participants will make everyone more

comfortable and willing to resolve conflicts and achieve common outcomes.

- **Persevering** during project formation and evolution is essential to handle the many changes likely to occur during development.

- **Building trust** and, more importantly, maintaining it is vital to managing partnerships. Communicate completely, honestly, and in a timely manner. The quality of communication improves as trust in the relationship develops.

- **Fostering mutual respect** and appreciation allows participants in cooperative ventures to accept each other's values. Listen to and strive to understand other viewpoints. Accept new ideas and perspectives to gain the respect of all partners.

- **Accepting risk** while making and implementing decisions, and understanding the risks involved, are important attributes to keep a project moving toward its goals.

- **Negotiating** with people by keeping the arena open, yet properly managed, is crucial throughout any partnership. Consider all viewpoints.

- **Having authority to act** is translating ideas into action. Delegating proper authority to support staff allows timely decisions to be made. Bureau staff on the ground must be able to make commitments under changing circumstances to assure that partnership efforts are not delayed unnecessarily and that progress is not deterred.

- **Using common sense** and a simplified approach are equally important within the organization and system. Manage the processes. Do not let agency requirements and needs lead to inefficiencies or an inability to proceed.

- **Encouraging creativity** and innovation results in a variety of possible solutions for the many different challenges that occur during a partnership project.

- **Building on successes** by applying lessons learned in one project to subsequent projects improves the quality and ease of future projects. Continuing involvement with productive partners beyond completion of an initial project can result in additional projects and mutual benefits.

VI. WHAT BREAKS A BLM PARTNERSHIP?

Internal Barriers (within BLM)

- **Limited understanding** and knowledge about partnerships can result in confusion and frustration among participants. This hinders acceptance of and willingness to pursue partnerships.
- **Reluctance to solicit** non-BLM support and funding exists among many BLM employees who feel that the Bureau should be directly serving the public, not fund-raising. We all need to realize that if outside groups don't want to contribute dollars or other resources, they have every opportunity to say no.
- **The perception that** developing partnerships is "not part of my job." In this age of private/public partnerships, we must dissolve these attitudes to be successful. Employees should be supported for their efforts to reach out for new cooperative opportunities.
- **Lack of understanding** about the Bureau's ability to accept donations and grants can interfere with effective cost-sharing. Most employees perceive agency accounting and procurement procedures as a "maze," and consequently their ability to effectively utilize those procedures to achieve partnership goals is decreased.
- **Reluctance to share** authority with other partners, due to discomfort and fear of losing control of the project, actually impedes project management.

External Barriers (outside BLM)

- **Lack of knowledge about BLM**, its mission and responsibilities, by outside publics and interests precludes some partnership opportunities. As education and

outreach programs mature, knowledge about BLM by potential partners will increase.

- **Traditional values and viewpoints** about the separate roles of government and business may interfere with enrolling outside partners. It is essential to recognize and respect those values and focus on how a partnership could benefit each and every potential participant.
- **Overhead charges** for administering funds cause some potential partners to shy away from contributing dollars to BLM efforts. Most partners prefer to see all contributed funds go directly to achieving the mission of the partnership, rather than supporting the bureaucracy.

VII. TYPES OF PARTNERSHIPS

This section identifies six types of partnerships, with suggestions for working with them. Check this list when considering partnerships, to broaden your scope of possibilities.

• Intergovernmental

Partnerships with other public agencies offer great potential for BLM. This category includes other federal agencies (land managers as well as other civilian agencies and military organizations), regional organizations, state agencies, and local governments.

In an intergovernmental partnership, the common interest can be lands and resources managed, budgets controlled, relevant expertise, vested interest in the outcome, or a problem that no one agency can solve alone.

The official mission of each participating agency needs to be identified before beginning the partnership. The involved agencies must understand each other's goals, as well as the scope of the common mission.

Approach intergovernmental partnerships democratically. Allow all agencies equal opportunity to accomplish their own goals, while making progress toward the common mission — the reason the partnership was formed in the first place.

- **Private sector**

The private sector is the business community — individuals and groups that provide goods or services for profit, such as mineral extraction, timber companies, local or regional businesses, and banks.

Organizations in the private sector are often interested in contributing dollars or services to increase their business, gain positive publicity and recognition, or obtain tax benefits. Recognize that private-sector partners are probably more interested in the high-profile projects than are other types of partners. Plan to spend a lot of time working closely with these partners. They often expect special attention, ongoing communication, and frequent recognition.

Acquiring contributions from large companies may take up to a year. Once contributions are made, these partners want to see outcomes very quickly, within a few months. Be sure to plan for this timing.

Working with private-sector partners is the least understood by BLM field employees and administrative personnel. These partnerships are often the best for contributing dollars and services, but also generate the most conflict of interest issues. Management should be fully involved in assessing these risks closely, and taking the following steps when entering this type of partnership.

Provide all interested parties with equal opportunity to become involved with a project or program, to minimize the appearance of preferential treatment. Know your partners. Evaluate whether working with certain partners will conflict with other partners, and consider possible resolutions to those conflicts. Ensure that the partnership does not imply special benefits to the company, and make this clear to both the partner and the public.

Don't hesitate to think big with these partners, for they have many resources. Tell them what you need and what you can offer in return. Ask them what they want. Explain the limitations of your agreement, but be responsive to their requests. They will choose to spend what they can.

- **Charitable foundations**

Foundations are established to provide financial support to various causes, and are frequently associated with large family or corporate trusts which are tax-exempt. Foundations are usually run by a volunteer board of directors and a paid staff.

The goals of foundations are usually well-defined. Some foundations contribute only to specific types of projects and groups, while others support a variety of causes. In the past, foundations have not commonly contributed to federal programs; however, many foundations are dedicated to improving social or environmental conditions, and they look for quality projects to support.

There are several published directories of foundations and their goals. These guides can be found in public libraries and are categorized by topic. Subjects relevant to BLM partnerships include natural resources, environmental quality, wildlife or fisheries, cultural resources, history, and public education. Many cities also have foundation centers that contain reference and technical material about fund-raising through foundations. Some Congressional offices, and universities can also provide information about potential funding sources. Search all of these resources thoroughly to evaluate foundations' contribution histories and identify potential contributors. Also, a partner may qualify to apply for grants where BLM could not.

Foundations have specific application procedures and deadlines for financial grants. They also have specific criteria against which they evaluate proposals. Grant proposals must be directly related to the foundation mission and evaluation criteria. Preparing grant proposals can be time consuming and labor intensive; some may require letters of support from other partners and references. You may ask a partner to enlist the services of a professional grant writer. Working with community partners and concentrating on achieving social benefits will improve your chances of receiving funding.

When developing a letter of request to a foundation, consider the following: a) know the foundation requirements and address the

letter to those; b) limit the letter to one or two pages with an attached one- or two-page prospectus; c) identify the proper contact name and title and address the letter to that individual; d) state the purpose of the letter clearly and concisely; and e) indicate that a call or visit will follow the letter.

- **Professional societies**

Professional societies are specialized groups of people in the same field who are interested in meeting colleagues and gaining information. These groups include members who are highly knowledgeable in their subject and are active in the business community.

Usually incorporated and tax-exempt, these societies promote current research by disseminating research findings and new technology. They work closely with universities and strive for a more comprehensive understanding of their fields.

A professional society is usually administered from a central location, with a support group managed by an executive vice president. Governing leaders and boards of directors are elected from the general membership to manage the organization through the executive and salaried staff.

These organizations have geographical branches to serve and communicate with their members. Some branches will encompass a small geographical area, while the total organization may be international. Investigate all levels of an organization, as each may have different resources and areas of responsibility.

- **Not-for-profit organizations**

Not-for-profit organizations (NFPs) are hierarchically structured, run by a board of directors, and affiliated with specific causes. Their objectives are usually to educate, prevent irreversible consequences, and increase membership and funds. They are usually incorporated within a state and are tax-exempt. Their goals and objectives can range from local to world issues.

Stewardship of the land and its resources is a goal for many NFPs that deal with land and resource management partners.

Investigate an organization's membership — its numbers and types of members — to discover its real interests and needs. Addressing the needs of a group's constituents through common goals is essential in any cooperative partnership with an NFP. However, NFPs can also assist with new initiatives by guiding and sponsoring development of other NFPs. Again, there needs to be some common goals for the betterment of their causes.

NFPs have limited administrative and support services, so they seek innovative approaches to expand their goals and resources. Successful program building is a high priority for these organizations. They are constantly pursuing cooperation from other organizations in order to stretch their resources and get results. The more external involvement they can establish, the less impact to their operational structure and the easier the accomplishment of their goals.

NFPs listen to their members. Monitoring partnership activities closely and sharing project results is a significant outreach tool which gains recognition for these organizations.

- **Special-interest groups**

These groups have particular interests, such as increasing the availability of a particular land use or resource. Learning about the size and membership of a particular group helps assess who it represents and what role it may play. BLM often works with these groups on volunteer projects which are mutually beneficial. Working with special-interest groups is a way to get projects accomplished on the ground, foster ownership and involvement among citizens in the groups, define and respond to public demand for resource uses, and establish credibility with the Bureau's many publics.

BLM may work with these groups at any point in a project. Frequently, it is good to involve special-interest groups in the planning process, to help identify land-use issues and resolve conflicts. When these groups are involved from the start, they are more likely to support and implement the land use decisions.

Special-interest groups may be formally organized and designated or informal, such as local motorcycle groups, timber industry organizations, conservation and environmental interests, and livestock associations. These groups are often among the Bureau's greatest partners, as well as its greatest adversaries.

It is easy to misinterpret special-interest group perspectives as representing all public views. Recognize that these groups represent only some of the public; there may be other legitimate concerns which are not as visible. Avoid unfair preference of one use over another on public lands.

VIII. CASE STUDIES

THE WORLD MOUNTAIN BIKE CHAMPIONSHIPS AND BUREAUWIDE TRAILS INITIATIVE



The World Mountain Bike Championships (the "Worlds") partnership arose from lack of funds to hold the event, the need to bolster community support and involvement, and the desire to enhance the credibility of Durango, Colorado, as a world class mountain bike destination area. Ed Zink was the primary person behind the effort. His success in hosting several Iron Horse Bike Classics gave him a perfect foundation on which to build a much larger scale event with an international impact. Ed and his supporters actively approached partners, often with tailor-made tasks for specific groups. Thus, BLM and U.S. Forest Service (USFS) hosted the "Getting in Gear" symposium.

The overall partnership objectives were to host the Worlds and associated activities during the week of September 11-16, 1990. Besides the races themselves, the Worlds' organizing committee helped to arrange media tours, host seminars, and highlight local/regional attractions in southwest Colorado.

Partners:

Besides BLM and USFS, partners and sponsors included the city, county, state, local chamber of commerce, Coca-Cola, Purgatory Ski Resort, Specialized Bike Components, Coors, Campagnolo, Bula, Shimano, Tamarron Resort, Xerox, Durango Herald, Tange, and Mountain Bike Specialists.

Contributions included cash, prizes, use of equipment and personnel, advertising space, food and beverages, use of land and facilities, etc.

Results:

- International media exposure and much free advertising occurred for the area and the partners.
- A bike manufacturer and professional racers relocated to Durango.
- A successful bike video was produced by BLM and USFS.
- BLM has received great recognition and increased funding as a leader in the field of mountain bike management.

The partnership worked because of outstanding team and individual efforts. Project leaders had the right mix of intellect, optimism, imagination, and marketing skills to sell their respective constituencies on the tasks at hand. They clearly portrayed both the obvious and the not-so-obvious benefits for everyone willing to become involved. They also matched up specific partners to specific products or tasks needing attention.

The Bureau Trails Initiative: The World Mountain Bike Championships led to a bureauwide trails initiative under the leadership of Colorado State Director Bob Moore and staff. This has opened doors to new and far-reaching partnerships among BLM, the bicycle industry, and mountain biking user groups. The partnerships have grown in response to the tremendous increase in biking popularity and demand for on-road and mountain biking opportunities. The public is looking for these opportunities, the bicycle industry is marketing products, and BLM has over 270 million acres of land

where bicycling and other trail uses can be made available.

For example, there is terrific enthusiasm in the biking industry to participate with BLM on this initiative. Bike equipment manufacturers and biking user groups are contributing funds and in-kind services for:

- development and enhancement of trails on public lands,
- increased on-the-ground and marketing information,
- improved BLM public image, and
- user stewardship for public lands resources.

In return, BLM is:

- publicly recognizing these partners in publications and signage,
- providing a service for the biking public,
- contributing to public demand for biking products.

Contacts: Sally Wisely, Area Manager or Tom Christensen, Outdoor Recreation Planner, BLM San Juan Resource Area, Federal Building, 701 Camino Del Rio, Durango, Colorado, 81301, (303) 247-4082.

or

Barbara Sharrow, Outdoor Recreation Planner, BLM Colorado State Office, 2850 Youngfield Street, Lakewood, Colorado, (303) 239-3733.

COLORADO WILD HORSE INMATE PROGRAM



The Colorado Wild Horse Inmate Program (CWHIP) started with the initiative of BLM employees Charlie Boyer and Walter Jakubowski, who saw a surplus of unadoptable wild horses and a potential work force of men. A cooperative agreement between BLM and the Department of Corrections (DOC), Correctional Industries, was established in August 1986. A very select group of prison inmates gentled some of the older BLM wild horses to make the horses more adoptable.

DOC operated a training facility for wild horses, 5-10 years of age. The program

employed four DOC staff personnel and approximately 40 inmates. Inmate training consisted of basic animal husbandry, wild horse psychology, halter and saddle training, and basic farrier skills. An intensive safety and technique training session was mandatory before the inmates were introduced to the wild horses.

The inmates conducted halter and saddle training and used some of the horses in the program for riding, rounding up, etc. The program also operated a holding facility for younger wild horses.

Partners:

- BLM Colorado Cañon City District Royal Gorge Resource Area
- Department of Corrections, Correctional Industries

Results:

- **More wild horse adoptions:** To date, about 2,200 wild horses have gone through the CWHIP facility with about 1,900 of those being gentled. Open house adoptions are held 4-5 times per year both on the DOC grounds and at satellite adoption sites throughout the state.

- **Unique work opportunity for inmates:** The program uses about 70,000 hours of inmate labor each year.

Contact: Mac Berta, Area Manager, BLM Royal Gorge Resource Area, P.O. Box 2200, Canon City, CO 81215-2200, (719) 275-0631.

GOLD BELT TOUR NATIONAL BACK COUNTRY BYWAY, COLORADO



The Gold Belt Tour is a road system through historical mining districts with an array of natural, historical, cultural, and paleontological resources. Mutual interests focused agency and local attention on these unique resources. Although most of the outdoor recreation opportunities are focused on the Gold Belt Tour, only 25 percent of the

land along the route is administered by BLM. Also, the route includes county and state highways and city streets.

Partners:

- American Recreation Coalition
- BLM Cañon City District, Royal Gorge Resource Area
- Fremont-Custer Historical Society
- Garden Park Paleontology Society
- Fremont and Teller Counties
- Towns of Cripple Creek, Victor, Florence, and Cañon City
- Colorado Department of Highways
- Cañon City, Florence, Cripple Creek, and Victor Chambers of Commerce
- Isuzu
- Farmers Insurance
- Huffy Bicycles

Results:

- **Designation as a National Back Country Byway:** The Fremont-Custer Historical Society and the Garden Park Paleontology Society provided a considerable amount of valuable information about the unique resources along the byway route. This information was extremely important in getting the Gold Belt Tour designated a National Back Country Byway.

- **Road improvements.** The counties provided roadside site improvements, road maintenance and sign placement along the byway. The towns assisted with route locations, sign placement and provided political support for the designation. The Highway Department provided informational and directional signs and installed them on portions of the byway on the state highway system. They also constructed a scenic overlook (cost approximately \$60,000) for the installation of the Bureau's first byway kiosk.

- **Brochure and publicity:** The Cañon City Chamber of Commerce assisted with publishing the Gold Belt Tour National Back Country Byway brochure. The area Chambers actively promoted and publicized the Gold Belt Tour. As part of the Colorado State Scenic Byways Program, the Gold Belt Tour is also highlighted on the state highway map.

- **Dedication of the Byway:** All partners were active in the formal dedication held on May 12, 1990. Director Jamison was present and was favorably impressed with the success of the partnership.

Contact: Bob Wick, Outdoor Recreation Planner, BLM Cañon City District, P.O. Box 2200, Cañon City, CO 81215-2200, (719) 275-0631.

GRAND VALLEY OHV PROJECT, COLORADO



The Grand Valley Off-Highway Vehicle (OHV) Project is a great example of true community effort in planning and implementation of an on-the-ground partnership project. The project area includes 17 square miles of desert-like terrain and offers extensive open space riding. The barren hills of Mancos shale offer challenging rides for all types of vehicles and all levels of riders.

Partners:

The Motorcycle Trail Riders Association persuaded BLM, Mesa County, and the City of Grand Junction, Colorado, to consider this area as a partnership opportunity. They cooperatively applied for a grant from the state OHV grant program and received over \$18,000.

Results:

- **Staging area:** Mesa County contributed site preparation and gravel installation. The City of Grand Junction contributed the gravel. BLM installed loading/unloading ramps, vault toilet, an information board, and barrier posts to identify the parking area.

- **Riding area:** BLM installed direction and trail signs, as well as information signs in parking areas directing riders to new staging area.

- **Public donations:** A cooperative agreement was signed between BLM and the Motorcycle Trail Riding Association for the

Association to collect fees and put the money into further maintenance and development of the area.

The project was extremely successful because the partners agreed to a common goal and had visible on-the-ground results. In addition to the above-mentioned partners, the Grand Mesa Jeep Club, the local Sierra Club, Congressman Ben Nighthorse Campbell, local equestrian club, and others, wrote letters to the OHV grants committee supporting the project.

Earlier in the year, the Motorcycle Trail Riding Association sponsored a clean-up day in conjunction with BLM in the same location. Over 55 truckloads of trash were collected in four hours. Numerous private citizens, companies, organizations, and agencies enthusiastically helped with the project and gained the publicity.

Contact: Tim Hartzell, District Manager, BLM Grand Junction District, 2815 H Road, Grand Junction, CO 81506 (303)244-3000.

WARNER WETLANDS ACEC, OREGON

Located in the western periphery of the Great Basin, the Warner Wetlands Area of Critical Environmental Concern (ACEC) covers nearly all of the northern third of Warner Valley in southern Oregon. Within its boundaries are more than 51,000 acres of public lands administered by the BLM Lakeview District; nearly 19,000 acres are wetlands.

Following a proposal by the Lakeview District to change the area's predominate land use from livestock grazing to multiple-use, the Warner Wetlands received national attention. A formal nomination for ACEC status was received by The Nature Conservancy in January 1987. A new management approach was then identified in a multiple resource activity plan.

The goal for the Warner Wetlands ACEC is to preserve and protect unique wildlife and ecological, cultural and geological resources within the area. This involves protecting, maintaining, expanding, and improving

wildlife habitat in the wetlands, to the exclusion of any conflicting or consumptive use.

Partners:

- The Nature Conservancy (TNC)
- Ducks Unlimited (DU)
- North American Wetlands Conservation Council (NAWCC)
- Izaak Walton League of America (IWLA)

Results:

- **Land exchanges:** TNC served as the principal negotiator and intermediary landowner in the acquisition by BLM of approximately 7,500 acres of private lands within the ACEC. As a non-government entity, TNC was able to arrange three-way land swaps that BLM could not accomplish.
- **Habitat study and evaluation:** TNC also continued as a partner, through challenge cost -share funding, on a habitat-use study within the ACEC for federally listed candidate bird species. DU provided technical review and advice on the habitat enhancement and restoration, including field examination by their professional wildlife staff.
- **Habitat restoration:** The Western Field Office of DU partnered a habitat project, providing a grant of \$37,000 to reconstruct some water control structures and rebuild an irrigation pump. They will continue to participate and have agreed to help fund habitat projects in the future as needed. NAWCC contributed \$215,000 along with funding from BLM, TNC, DU and IWLA for habitat restoration and enhancement work. IWLA provided volunteer labor on two habitat projects and plans to continue participation until the plan is complete. They have also expressed a willingness to provide materials or funding for projects, as needed.

Contact: Walt Devaurs, Wildlife Biologist, BLM Lakeview Resource Area, P.O. Box 151, Lakeview, Oregon 97630, (503) 947-2177.

HABITAT PARTNERSHIP COMMITTEE FOR MIDDLE PARK, COLORADO



The Habitat Partnership Committee (HPC) for Middle Park was appointed February 15, 1990, by Perry Olson, Director, Colorado Division of Wildlife. The committee's purpose is to implement a prototype program allocating five percent of local deer, elk, and antelope license revenues to resolving big game rangeland forage and fence conflicts. The program's priority is to alleviate damage to private forage by big game through new habitat management actions.

The committee held numerous work sessions and public meetings to solicit input into these plans. In addition, questionnaires were sent to landowners asking for information regarding conflict areas and costs. The response was encouraging and reflected a real spirit of cooperation.

From the information gathered from landowners, the Middle Park Committee was responsible for developing a five-year Distribution Management Plan (DMP) to address the rangeland and fence damage caused by big game.

The Middle Park DMP outlines big game/rangeland forage and fence conflicts and projects to alleviate them. The DMP identifies projects for the next five years which are designed to improve forage productivity for elk on public lands adjacent to conflict areas. The objective of these projects is to attract and hold elk on public land to eliminate the use of forage on private land during the spring/early summer period.

Nearly all the DMP proposed projects involve BLM lands. About \$70,000 of license fee revenue for the next five years is anticipated for implementation of the Middle Park DMP. Nitrogen-based fertilization of about 600 acres of BLM elk spring range was completed in the fall of 1990. Fence repair and salt distribution to attract elk are planned for 1992.

Partners:

The committee consists of six members. Three are landowners in the area; two represent federal land-use agencies, BLM and U.S. Forest Service; and one represents the Colorado Division of Wildlife. The committee was formed in accordance with guidelines passed by the Colorado Wildlife Commission in January 1990, and will monitor implementation of the 5-year DMP. The committee will also monitor budget allocations and prioritize the expenditures for projects.

Results:

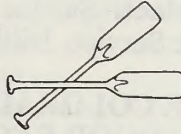
- **Distribution management hunts:** In addition to habitat improvement projects, distribution management hunts are being used to eliminate forage damage on private land. The Wildlife Commission established a special hunting season in Middle Park, from August 15, 1991 through January 31, 1992. This season was used to move elk from private land to public land at the time of conflict. These special hunting seasons are available only to landowners incurring damage to forage and fences. Requests are approved by the Habitat Partnership Committee.

- **Public approval:** The HPC and subsequent Big Game Distribution Management Plan has been well received by both the public and private landowners in Middle Park. The landowners appear to be pleased with this approach and also with the new cooperative spirit of the Colorado Division of Wildlife, BLM and U.S. Forest Service in attempting to reduce range forage and fence damage problems on private land.

The Committee's mission requires a strong commitment from each member, particularly those who represent agencies. Changing work priorities and numerous staff hours for HPC participation must be supported by BLM.

Contact: Chuck Cesar, Wildlife Biologist, BLM Kremmling Resource Area, P.O. Box 68, Kremmling, CO 80459, (303) 724-3437.

ARKANSAS HEADWATERS RECREATION AREA (AHRA), COLORADO



The Arkansas River flows through several numerous land ownership patterns from its headwaters near Leadville, Colorado to the lower Arkansas Valley. The river receives a tremendous amount of private and commercial recreational use, making it one of the most highly used river corridors in the nation. With this magnitude of usage and public attention, it was necessary to establish a consistent management strategy and public-service oriented plan.

Partners:

- BLM Cañon City District, Royal Gorge Resource Area
- Colorado Department of Natural Resources, Division of Parks and Outdoor Recreation (DPOR)
- County Commissioners and Chambers of Commerce in Chaffee, Fremont, and Lake Counties
- Colorado Department of Transportation
- Colorado Division of Wildlife
- Bureau of Reclamation
- USFS, San Isabel National Forest, Leadville Ranger District
- Southeastern Colorado Water Conservancy District

Results:

- **Management of the area:** DPOR provides the on-the-ground presence in managing recreation activities on public lands within the AHRA. In conformance with the approved recreation management plan DPOR collects all recreation fees; and constructs, implements, and enforces applicable state laws and regulations on public lands.
- **Public involvement:** DPOR and BLM work with a seven-member citizen task force that represents public interests. They provide a forum for public input on recreation management, developments within the AHRA, and problem resolution.
- **Dedication of the area:** Both BLM and DPOR participated in the formal dedication of the AHRA on June 7, 1990. Director

Jamison and Governor Roy Romer were present and they praised this new type of partnership between federal and state agencies.

Contact: Pete Zwanefeld, Outdoor Recreation Planner, BLM Royal Gorge Resource Area, P.O. Box 311, Cañon City, CO 81215-2200, (719) 275-0631.

GREATER YELLOWSTONE COOPERATION

The Greater Yellowstone Area (GYA) includes Yellowstone and Grand Teton National Parks and portions of six surrounding national forests. The contiguous portions of these forests and parks encompass roughly 11.7 million acres. The national forests include 9.1 million acres on the Beaverhead, Custer, Gallatin, Shoshone, Bridger-Teton, and Targhee National Forests. Yellowstone and Grand Teton National Parks and John D. Rockefeller Jr. Memorial Parkway account for 2.6 million acres. While there are other state, federal, private, and Indian lands in the GYA, this partnership description only applies to the lands managed by the U.S. Forest Service and National Park Service.

The GYA is recognized worldwide for its natural treasures which include world renowned geothermal, wildlife, and scenic values. It is also an area many people call home. They are dependent upon the land for timber harvesting, livestock grazing, mining, oil and gas development, and outfitting. In the early 1960s, the National Park Service (NPS) and the U.S. Forest Service (FS) recognized the need to coordinate their management activities in the parks and forests of the GYA. The Greater Yellowstone Coordinating Committee (GYCC) was formed to help coordinate these activities and continues to function today as part of an ongoing partnership.

This unique area is one of the largest intact ecosystems in the world's temperate zones. It encompasses almost 12 million acres including:

- More than 9 million acres of national forests
- 2.5 million acres of national parks

- Almost 1 million acres of BLM and Fish and Wildlife Service Lands
- 685,000 acres of state lands
- 880,000 acres of Indian lands
- 4.8 million acres of private lands.

With so many major landowners, each with different missions and goals, it was essential that they work together to improve management of the lands and resources. The GYA planning effort provided the mechanism to do that. It is emphasized, however, that ecosystem-based management should not be interpreted to mean "increased preservation at the expense of multiple use management." Just as in nature, balance is essential for the long-term environmental and economic health of an area.

Partners:

National Park Service
U.S. Forest Service

Results:

- **"A Framework for Coordination of National Parks and National Forests in the Greater Yellowstone"** was published by the two agencies in September 1991, through the Greater Yellowstone Coordinating Committee. It states the mission of each agency and a vision statement (how the agencies believe forests and parks in the GYA should look 50 years from now). The framework also contains ideas to help shape the future for parks and forests of the GYA in the next decade and beyond — to maintain a functional system, encourage opportunities that are economically and environmentally sustainable, and improve coordination.

The 11-page document is considerably reduced from the 74-page draft report released in fall 1990 that generated 7,000 public comments. Although the two agencies believe the project has improved communication and coordination among their various organizational entities toward managing the area on a broader ecosystem, the effort has not been easy. Proposals such as reintroduction of wolves, different approaches to grizzly bear management, incompatible developments outside the parks, fire management, and logging practices have generated considerable controversy among the various publics.

Contact: Sandra Key, Coordinator, National Park Service, Billings, MT, (406) 256-0059.

THE COLORADO OUTDOOR RECREATION RESOURCES PROJECT



The Colorado Outdoor Recreation Resource Project (CORRP) was formed in the mid 1980s to create a communications forum for key natural resource recreation and tourism providers. Due to the intrinsic value and economic importance of Colorado's outdoor recreation opportunities, more needed to be done to ensure their long-term availability. CORRP is a round-table steering committee which meets on a monthly basis to discuss a wide variety of recreation and tourism issues. Membership consists of both regional and state natural resource agency directors, the Colorado Tourism Board, *The Denver Post*, and several private sector CEOs.

Partners:

Some of the individuals, agencies, and organizations involved are:

Steering Committee

U.S. Fish and Wildlife Service
USDA Forest Service
The Denver Post
Davis, Graham & Stubbs
Colorado Division of Parks and Outdoor Recreation
Colorado National Bank
Colorado Parks and Recreation Association
Keystone Resort
Colorado Tourism Board
National Park Service
Bureau of Land Management
Division of Wildlife
State Land Board
Club 20

Advisory Committee

Colorado Department of Transportation
Volunteers for Outdoor Colorado
Environmental Protection Agency
Bureau of Reclamation
Colorado State Forest Service
Hylton's Business Brokerage
Colorado Environmental Coalition

Davis, Graham & Stubbs
Urban Edges
Colorado Department of Local Affairs
The Public Information Corporation
Recreational Equipment, Inc.

Results:

- **Information exchange:** conducting monthly round-table meetings.
- **Education:** operating outside speakers' forum, recently completing one-year-long series on recreation and water.
- **Visitor services:** developed statewide interagency recreation opportunity guide; presently rewriting natural resources section of the official Colorado Vacation Guide; considering development of statewide automated visitor information system.

Perhaps the greatest measure of success is that Steering Committee members still feel it is worthwhile to meet on a monthly basis. Second to the speakers' forum, the visitor-services products have been well received.

This project succeeded because of leadership within the steering committee, good work group staffing support and ideas, and excellent cooperation and involvement from key steering, advisory, and work group committees.

Contact: Don Bruns, Recreation Program Leader, BLM Colorado State Office, 2850 Youngfield Street, Lakewood, CO 80215, (303) 239-3732 .

THE NORTHWEST COLORADO RIPARIAN TASK FORCE

The Northwest Colorado Riparian Task Force (NCRTF), a voluntary group organized in 1989, promotes conservation and restoration of wetland and riparian areas in northwest Colorado. This task force is working cooperatively with state and federal agencies, public organizations, and private landowners to enhance riparian-wetland systems and watershed management. It is pursuing this effort for the area

encompassing the watersheds of the White River, North Platte River, Yampa River, Green River, and the Colorado River within the state of Colorado.

NCRTF goals are to:

- foster a practical and scientific understanding of riparian areas and wetlands,
- promote sound management of riparian areas and wetlands through demonstration and education projects,
- promote communication and coordination among all people and entities interested in riparian areas and wetlands, and
- ensure that the long-term benefits of riparian areas and wetlands are maintained or improved.

Partners:

The Task Force has 10 local members representing the Colorado Mining Association, Colorado Division of Wildlife, Routt and White River National Forests, BLM Craig District, Environmental Protection Agency, BLM Craig District Advisory Council and Grazing Advisory Board, Colorado State Soil Conservation Board, Trapper Lake Chapter of the Sierra Club, Trout Unlimited, and Soil Conservation Service.

The Chairperson is elected from the public membership and the Secretary is an agency representative. Officers are elected from the membership at a spring meeting, and serve for one-year terms, and may be re-elected for consecutive terms. Committees are established as necessary to accomplish the goals and objectives of the Task Force and may include non-members.

Results:

- **Information and education:** In 1991, the NCRTF contributed 350 hours and \$1,050 in mileage and expenses to complete a riparian area brochure and slide program. Both the brochure, entitled "Northwest Colorado Riparian Areas - Their Benefits and Uses," and the slide program, entitled "Threads of Life," are now in distribution and available from any of the NCRTF

members. Currently, the Task Force is working on a video program to highlight specific riparian projects, and also plans to publish a newsletter beginning the fall of 1992.

• **Evaluation of private riparian management project:** Recently, the NCRTF was approached by a local livestock operator for assistance in evaluating the success of his riparian and watershed management efforts in the Cathedral Bluffs allotment, south of Rangely, Colorado. The Task Force organized a work group of five specialists (e.g., hydrologists, soil scientist, wildlife biologists) to evaluate the allotment and offer recommendations. Results were distributed to agency managers and all other interested individuals. It is hoped that the results of this project will guide future riparian management projects in the region.

The NCRTF has been active for a year and a half, but has just scratched the surface in its effort to promote good riparian management as common practice in the region. The recent field evaluation marks the important transition from informational projects to actual assistance in the implementation of on-the-ground projects. With the enthusiasm shown by this group, coordinated riparian field projects should soon be reality. It is this energy, commitment, and willingness to work for common objectives, that has made the NCRTF an effective partnership.

Contact: Rick Schuler, Soil/Air/Water Program Leader, BLM Wyoming State Office, P.O. Box 1828, Cheyenne, WY 82003, (307) 775-6001, (Previously Soil/Air/Water Program Leader, Craig District, Colorado).

CENTRAL OREGON LAND ISSUES FORUM GROUP

This group represents a diversity of public participants in land management issues for a portion of central Oregon in BLM Deschutes Resource Area, Prineville District. Members meet on a regular basis to discuss land issues, learn more about the natural resources involved, and share their various perspectives.

The group's goal is to remain an open forum for opposing viewpoints of interested individuals. All meetings are open and various members have actively recruited participation by people with conflicting points of view. The common interest is natural resources and a desire to participate in land management processes and decisions.

Partners:

Jefferson County Commission
BLM District Advisory Council
Oregon Department of Fish and Wildlife
Bureau of Land Management
Trout Unlimited
Area residents
Oregon Fish and Wildlife Commission
Native Plant Society of Oregon
Oregon Farm Bureau
State legislators
Ranchers
Crook County Extension
U.S. Forest Service
Bureau of Reclamation
Oregon State University
Oregon Natural Desert Association
Oregon Hunters Association
Soil Conservation Service
Sierra Club
Hunting guide
Jefferson County Extension Service
Oregon Watershed Improvement Coalition
Oregon Natural Resource Council
Isaak Walton League
Central Oregon Audubon Society
Wildlife writers
Deschutes County Extension Service
Deschutes County Planning Department
Oregon Department of Parks and Recreation
Horseback trail users

Results:

• **Resolution of range management conflict:** Among the projects undertaken by this group was the development of a management proposal to resolve conflicts on the public and private lands used by the Leslie Ranches to raise livestock. To accomplish this, a planning group was formed to develop a coordinated Resource Management Plan covering private, National

Forest, and BLM lands. The group included interest group members, the permittee, BLM staff, Oregon Department of Fish and Wildlife, and U.S. Forest Service. This group reported to the larger committee at seven meetings, spurring open discussion and scientific presentations. The first interim plan was completed in December 1990. However, disagreements concerning implementation continued to occur among the participants. After considerable effort, these issues were resolved into a workable proposal.

- **Consensus building:** The group strives to build consensus among various groups to enhance natural resources (soil, water, and vegetation) regardless of land ownership so that products of these resources — water quality and quantity, wildlife, recreation, livestock and wilderness — can be sustained for present and future generations. The group agreed that any plan should be ecologically stable over the long term, be diverse enough to meet the resource goals, and work to satisfy needs rather than resolve conflict. Group goals include:

- 1) Multiple use, with each use appropriate to land potential and citizen needs. Not every use should occur on every square foot of area and no use should be destructive.

- 2) A diversity of forage and cover for livestock and wildlife.

- 3) A healthy, well functioning watershed.

- 4) Resource management based on coordination of interests.

- 5) Areas of pristine or undeveloped (roadless) land.

- 6) A healthy system with a mosaic of vegetative communities and a diversity of successional stages with emphasis on native species.

- 7) A common method of monitoring implementation.

Contact: Jim Kenna, , BLM Deschutes Resource Area, P.O. Box 550, Deschutes, Oregon, 97754, (503)447-4115.

CASE STUDIES AND CONTACTS

Types of Partnerships	Intergovernmental	Private Sector	Foundations	Not-For-Profits	Professional Organization	Special Interest Groups	Volunteers
Arkansas Headwaters Recreation Area, Colorado Pete Zwanefeld Cañon City District Office Colorado (719)725-0631	X				X	X	X
Warner Wetlands ACEC Walt Devaurs Lakeview, Oregon (503)947-2177	X			X		X	X
Grand Valley OHV Project Tim Hartzell, District Manager Grand Junction District Office, Colorado (303)244-3000	X					X	X

CASE STUDIES AND CONTACTS

<u>Types of Partnerships</u>	Intergovernmental	Private Sector	Foundations	Not-For-Profits	Professional Organization	Special Interest Groups	Volunteers
Bureau Trails Initiative Barbara Sharrow BLM Colorado SO (303)239-3733	X	X				X	X
Gold Belt Tour National Back Country Byway Bob Wick, Royal Gorge Resource Area, Colorado (719)275-0631	X	X		X		X	X
Colorado Wild Horse Inmate Program Mac Berta, Cañon City District Office, Colorado (719)275-0631	X					X	X

CASE STUDIES AND CONTACTS

Types of Partnerships	Intergovernmental	Private Sector	Foundations	Not-For-Profits	Professional Organization	Special Interest Groups	Volunteers
Colorado Outdoor Recreation Resource Project (CORRP) Don Bruns Colorado SO (303)239-3732	X	X		X		X	
Northwest Colorado Riparian Task Force Rich Schuler Wyoming SO (307)775-6092	X	X		X		X	
Greater Yellowstone Cooperation Sandra Key National Park Service (406)256-0059	X					X	
Habitat Partnership Program Chuck Cesar Kremmling Resource Area, Colorado (303)724-3437	X	X				X	

**APPENDIX A:
CHECKLIST FOR DEVELOPING A PARTNERSHIP**

- ☐ Identify and build upon common mission
- ☐ Think big: don't underestimate the partnership potential
- ☐ Assess the risks of involving all partners
- ☐ Develop and reinforce commitment among partners
- ☐ Maintain an open attitude
- ☐ Involve BLM administrative staff from the inception of the partnership idea
- ☐ Obtain management approval early in partnership development
- ☐ Deliver on commitments
- ☐ Build on successes
- ☐ Share control and responsibility with partners
- ☐ Stay flexible in objectives and expectations
- ☐ Trust and respect your partners
- ☐ Keep all partners informed of developments and changes
- ☐ Encourage and reward innovation
- ☐ Be patient

EXCEPTION INDIRECT COST RATE - TRUST FUND PROJECT REQUEST FORM

To: Service Center Director, SC-615

From:

Subject: Exception Indirect Cost Rate - Trust Fund Project

Please establish the following Trust Fund project, which has been authorized an indirect cost rate other than the annual prevailing rate, in the Federal Financial System.

SUBACTIVITY:
(Program)

☐

7122 - Resource Development, Protection and Management (FLPMA)

☐

7123 - Resource Development, Protection and Management (Calif. OHV Fund)

PROJECT NUMBER: _ _ _ _

EXCEPTION INDIRECT
COST RATE: _ _ %

ORGANIZATION CODE
OF LEAD OFFICE: _ _ _ _

This form is to be attached to the Trust Fund Project Number Assignment and Information Data Form 1380-11. Forward to Service Center (SC-615) after Approving Official has completed for input into the Federal Financial System.

NAME OF APPROVING OFFICIAL (Please type): _____

SIGNATURE OF APPROVING OFFICIAL: _____

TITLE: _____ State Director

DATE: _____

UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

IN REPLY
REFER TO:
151C(852)

EMS Transmission 5/6/91
Instruction Memorandum No. 91-261
Expiration Date 9/30/92

May 3, 1991

To: All WO and Field Officials

From: Director

Subject: Paper on Types of Agreements

The attached paper defines and discusses various types of agreements awarded by the Bureau, with references to guidance sources for more detailed information. It was originally intended for use by procurement personnel, but could also be of use by program personnel and managers in determining what type of agreement is required or most appropriate for a particular situation.

The information in the paper will be included as an appendix to BLM Manual 1510 when it is revised. Please call Linda DeRamus (FTS 266-4843) if you have any questions.

Signed
Tom Allen
Assistant Director, Management Services

Authenticated
Georgette A. Fogle
Directives (WO 855)

1-Attachment
1- Interagency Agreements (4 pg.)

Interagency Agreements, Grants, Cooperative Agreements, Challenge Cost Shares, Contracts, Memoranda of Understanding, etc.

The purpose of this paper is to clarify some of the types of instruments which procurement personnel award, or on which we may be asked for advice. This is intended as a supplement to Manual Sections 1510 and 1511 and handbook H-1511-1.

The agreements we ordinarily write with other Federal agencies are INTERAGENCY (outside Interior) or INTRA-AGENCY AGREEMENTS (with other Interior agencies). They are used when BLM is providing payments, or goods or services, to another Federal agency. They are usually written under the Economy Act (31 USC 1535). However there are other statutes, including fire activities and cadastral survey, which also authorize inter- and intra-agency agreements. BLM Manual 1510 contains the delegations of authority to sign these agreements, and a format for preparing them.

When BLM is receiving goods or services, or payments for goods or services, from another Federal agency, the REIMBURSABLE WORK AUTHORIZATION (RWA) process is used. Ordinarily procurement personnel are not involved in this procedure; the procedures are issued by the Division of Budget and the receiving program office handles the transaction. It is described in BLM Manual 1681. Procurement is available for consultation on the business aspects of the document, if desired.

The Federal Land Policy and Management Act (FLPMA) authorizes BLM to accept CONTRIBUTED FUNDS, services and/or property for the management, protection, development, acquisition, and conveying of public lands. These funds are also called trust funds. When they are accepted they must be deposited before expenditures begin and identified with a specific project in a 71XX account. SD's may waive or decrease the administrative surcharge on contributed funds, in accordance with Budget guidance on the topic.

A MEMORANDUM OF UNDERSTANDING (MOU) is used when there is no exchange of funds, goods, or services. The purpose of the MOU is to document a "handshake" agreement spelling out overall policies or procedures, or to confirm mutual assistance or exchange of results. The MOU is not intended to be a detailed working document. It may be an "umbrella" agreement providing a basis for more detailed subagreements, but does not provide authority to enter into contracts or assistance agreements. It may not commit to future non-competitive contracts with the recipient, or subvert any of the procurement laws and regulations.

There has been a mistaken impression that a Memorandum of Understanding or some other master agreement is needed along with a cooperative agreement, grant, or contract. This is not accurate. It is acceptable to write a master agreement if there is some other reason to do so, but there is no requirement to do

so. Any assistance agreement or contract must be written to stand alone. See Manual 1786 for guidance on MOU's.

SIKES ACT AGREEMENTS may only be written with State Wildlife agencies, and only if the work to be performed is included in an approved Habitat Management Plan. See BLM Manuals 6525 and 1511.14 for further discussion of content and documentation for Sikes Act agreements.

LAW ENFORCEMENT AGREEMENTS (LEA's) are joint ventures with local or State governments for enforcement of State and local laws on public lands. See H-1511-1 for guidance and a format for preparing LEA's.

See Manual 1511 Appendix 1 ("Guide to Instrument Selection") for a detailed chart which contrasts and compares some of the above with other types of BLM agreements. Appendix 3 to 1511 contains a decision diagram which can be helpful in choosing types of agreements.

COOPERATIVE MANAGEMENT AGREEMENTS (CMA's) are usually written when the subject is joint management of a specific site. They are usually long-term agreements with other parties with an interest in a specific management area, e.g., a back country byway or wildlife habitat area. They usually delineate each party's role in the management of the area. There can be a commitment by each party to absorb part of the cost of managing the area, but there is no actual transfer of funds involved. They cannot be used to authorize non-competitive contracting with the cooperator. CMA's are used by several programs, including Recreation and Wildlife. There is no Bureauwide guidance on CMA's. Several program-specific manuals and instruction memoranda contain references to them (e.g., IM 89-352, Manual 8560).

ASSISTANCE AGREEMENTS under the Grant and Cooperative Agreement Act (GCA) are discussed in Manual 1511 and Handbook H-1511-1. There are two types: GRANTS and COOPERATIVE AGREEMENTS. The difference between them is that there is substantial BLM involvement during the course of a cooperative agreement. For example, both BLM and the recipient perform the work effort together. There is little BLM involvement during the course of a grant. The bureau only has normal oversight of the work effort. Both agreements use the same format, with the same procedures and documentation.

There must be a specific program authority (Federal Statute) which allows us to provide assistance. Manual 1511.03 and Appendix 2 contains an incomplete list of legislation which permits assistance agreements. Neither the GCA nor FLPMA confers any preference for State or local governments or non-profit organizations as recipients of assistance. The potential recipients of the agreements are dependent on the authorizing legislation. FLPMA, for instance, places no limits on the type

of recipient. The Federal Oil and Gas Royalty Management Act (FOGRMA) specifies that recipients be States and Indian tribes.

The decision on whether to use procurement instruments or assistance agreements is discussed in 1511.12. The GCA says that the Government shall not use assistance agreements when it is appropriate to use a procurement instrument. We must use procurement contracts when either the "principal purpose" of the agreement is to acquire something for the direct benefit or use of the Government, or when we want a binding commitment for the Government's protection (e.g., to ensure performance). In these cases we do not have a choice - the GCA prescribes procurement contracts. If, however, the principal purpose of the agreement is not to acquire goods and services for the "direct benefit" of the Federal Government, but instead to provide "public support or stimulation", we may use an assistance agreement. Manual 1511 Appendix 3 contains a decision diagram that is useful in choosing the proper instrument.

The concept of "benefit" to the Government has caused some confusion. Even when we write assistance agreements, there must be some indirect benefit to the Government. Otherwise we have no authority to spend appropriated funds. The indirect benefit can be the increased knowledge to BLM (as well as the rest of the community) when we help funding applied research on global warming or antiquities preservation techniques. The pivotal question in deciding procurement versus assistance is not whether the Government gets any benefit at all, but is "what is BLM's principal or primary purpose in completing this transaction?" If our primary purpose is to meet a mission need, we use a procurement. If our primary purpose is one of support or stimulation, we may use assistance agreements.

Assistance agreements can call for payments of money, provision of goods or services, or something of value to a recipient. The recipient can also provide any of these things to the relationship. The agreement must spell out what resources each party is committing. The Assistance Agreement form (Form 1511-1) provides a block to show each party's monetary obligations. Other obligations of service, goods, or other resources are described in the body of the agreement if either party is required to provide these.

Assistance agreements are numbered as described in Manual 1511.8 except that the State Code and Document Type codes are changed to comply with the requirements of the Federal Financial System. The agreement itself is used to obligate funds.

Competition is encouraged under the GCA and Departmental (505 DM) and Bureau policy, but is not required. The decision on whether to compete must be documented; H-1511-1 (Chapter II, Illustration 1) contains a format for the documentation. The first part of the document, the Statement of Programmatic Involvement, is prepared by the requester. The second part is prepared by the

Assistance Officer. In most cases, the Assistance Officer is the local Contracting Officer.

The CHALLENGE COST SHARING agreement is relatively new to BLM. So far there are only two programs (Wildlife and Fisheries, and Recreation and Cultural Resources) with this authority. A certain dollar amount of money is appropriated to Wildlife under the program. This money must be matched by the commitments from recipients of challenge cost share agreements. The WO Wildlife and Fisheries staff is responsible for making sure that the sharing ratio on a BLM-wide basis is at least 50/50. Individual agreements that we may write do not necessarily have to be on a 50/50 split; the share ratio is negotiable with the recipient. However, program offices must work with the WO Wildlife and Fisheries staff to ensure that money is available and that the proposed ratio for any given project is acceptable for balancing the BLM-wide sharing ratio. The Recreation and Cultural Resources program appropriation language requires that they "initiate a modest cost share" program, but the Bureau is to use base funds for the program. No specific funding was provided.

The administrative provisions of our Appropriations Act provide an exception to GCA for agreements relating to challenge cost sharing. We aren't bound by GCA principles, or can develop hybrid agreements. Challenge cost share instruments may be written as contracts, purchase orders, cooperative agreements, or grants. The decision on which instrument to use is made based on the purpose of the agreement, as described above. The agreement will be written in whatever format is appropriate for the type of instrument, with documentation appropriate for the instrument. Grants and cooperative agreements already provide for a discussion of commitments by both parties. Cost sharing contracts are authorized and described in the Federal Acquisition Regulations (FAR).

The notable differences, if challenge cost sharing is a part of the agreement, are as follows: competition may be done but is not required, even for procurement contracts; the authority for the challenge program must be cited in the agreement; and the cost/share ratio and specific commitments of money, goods or services by each party must be included in the agreement. See 1511.11B for further discussion of challenge cost share assistance agreements. Manual 1510 (Procurement) does not yet discuss challenge cost share agreements, since the legislation was enacted after the manual was released.

It is not necessary to write a Memorandum of Understanding or other master agreement along with a challenge agreement. A master agreement can be prepared if appropriate. However the challenge agreement must be written to stand alone, regardless of whether it is done as a procurement or an assistance agreement.

H-1511-1 contains a discussion of program office responsibilities (Chapter II) and a format for grants and CA's. These parts of

the handbook are especially useful to program personnel in preparing their packages for submission to procurement. Other parts of the handbook describe the competition process, if competition is appropriate. The handbook should be made widely available to program personnel who will be involved in establishing or administering assistance agreements.

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